



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE
(DCHA)
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

SOUTHERN AFRICA – Complex Food Security Crisis

Situation Report #11, Fiscal Year (FY) 2002

September 5, 2002

Note: This Situation Report updates Southern Africa Complex Food Security Crisis Situation Report #10 dated August 20, 2002.

BACKGROUND

Southern Africa is currently facing a regional food security crisis, due to a combination of adverse climate conditions for two consecutive growing seasons in a number of countries, mismanagement of grain reserves in some countries, and questionable government policies, primarily in Zimbabwe. During the past production season, unusually dry conditions extended across much of the region, from southern Zambia eastward to southern Mozambique, resulting in crop failures and limited production in many areas. Normally, food stocks carried over from the previous year and the intra-regional trade of surplus commodities help to offset production shortfalls. This year, however, regional stocks are exceptionally low, as they were drawn down to fill the previous year's food shortages, and surplus commodities within the region are limited. Zimbabwe is on the verge of a serious food crisis, with almost half the population at risk. The potential for humanitarian food crises also exists in Malawi and Zambia. Poor and vulnerable households in Mozambique, Swaziland, and Lesotho also require humanitarian assistance. The governments of several countries in Southern Africa have declared national disasters due to actual and anticipated food shortages, including Malawi (February 27), Lesotho (April 22), Zimbabwe (April 30), and Zambia (May 28). In July, the U.N. issued its Consolidated Interagency Appeal (CAP) to meet the food and non-food emergency humanitarian needs in Southern Africa. The U.N. appealed for \$611 million from donors, including \$507 million for food aid through the U.N. World Food Program's (WFP) Emergency Operation (EMOP). Since the beginning of 2002, in response to the food security crisis, the U.S. Government (USG) has provided more than \$150 million in humanitarian assistance through the U.S. Agency for International Development's (USAID) Office of Food for Peace (USAID/FFP) and the Office of U.S. Foreign Disaster Assistance (USAID/OFDA), and the U.S. Department of Agriculture (USDA). The majority of the humanitarian assistance has been emergency food relief provided by USAID/FFP.

NUMBERS AT A GLANCE – POPULATIONS IN NEED

<i>Country</i>	<i>Population in Need¹ Sep 02 - Nov 02</i>	<i>Population in Need¹ Dec 02 - Mar 03</i>	<i>Cereal Food Aid Needs (MT) through Mar 03</i>
Zimbabwe	6,075,000	6,075,000	705,000
Malawi	2,142,000	3,188,000	208,000
Zambia	1,907,000	2,329,000	174,000
Mozambique	515,000	515,000	62,000
Lesotho	315,200	444,800	50,000
Swaziland	144,000	231,000	12,000
Total	11,098,200	12,782,800	1,211,000

¹ Anticipated populations and food aid needs between September 2002 and March 2003 are based on WFP/FAO assessments from April and May 2002.

Total USG Humanitarian Assistance provided, to date\$150,896,761
Total USG Food Aid provided, to date, in Metric Tons (MT)..... 290,610

CURRENT SITUATION

Status of Latest Shipment of U.S. Food Aid to the Region. The USAID-chartered ship, the *M/V Liberty Sea*, with 41,500 MT of corn, set sail for the region on

August 6 and is expected to arrive on September 5 in Maputo (Nacala and Beira), Mozambique. Another USAID-chartered ship, the *Marie Flood*, sailed for Southern Africa on August 3 with 33,500 MT of whole grain corn and is expected to arrive in Durban, South

Africa, on September 9. The arrival of these two ships will bring the total tonnage delivered to the region to approximately 190,000 MT.

Additional Funds Released from the Emerson Trust.

On August 28, the U.S. Department of Agriculture approved the release of 300,000 MT of wheat from the Bill Emerson Humanitarian Trust to respond to the emergency food situation in Southern Africa. As with the previous release of 275,000 MT that was announced on June 10, the wheat will be exchanged for an estimated 190,000 MT of mixed commodities worth approximately \$86 million.

Update on the WFP Emergency Operation (EMOP).

WFP reported that, as of August 30, 25.5 percent of the EMOP, issued on July 1, has been funded. More than 64 percent of contributions so far are from the USG. WFP is facing a shortfall in pledges of approximately \$378 million for the entire EMOP and a shortfall of 75,884 MT of food required for the months of September, October, and November.

On August 25, James Morris, the Executive Director of WFP and the U.N. Special Envoy for Humanitarian Needs in Southern Africa, called the situation in Southern Africa the “largest and most serious crisis” in the world. Mr. Morris stressed the need for a timely and sufficient response from donors if a famine is to be averted and assured donors that WFP and its partners have the means to monitor and direct food distributions. He stated that the U.N. had hoped that the full requirement of the EMOP would be met prior to the opening of the World Summit on Sustainable Development (WSSD), but noted that the perception of the Government of Zimbabwe’s (GOZ) handling of the crisis, including reports of politicized food aid, may be affecting the level of contributions. However, Mr. Morris stressed that WFP has a “zero tolerance” policy for political manipulation of food assistance by recipient governments.

Due to the low levels of funding, WFP reported that it is not able to achieve its goal of pre-positioning 340,000 MT in the region prior to the rainy season in October to avoid logistical congestion during the peak period of need. WFP is currently feeding an estimated 5 million people in the region and hopes to have food for nearly 13 million people by the end of the year. The International Monetary Fund and the World Bank echoed the urgency on August 1 when both organizations issued a joint appeal urging donor nations to support WFP’s EMOP.

New Joint Food Security Assessments Underway. In order to update the figures of those in need and to improve targeting of food aid, a series of emergency assessments conducted by National Vulnerability Assessment Committees (VACs) were undertaken in August in the six most affected countries. The VACs are comprised of participants from WFP, the Southern Africa Development Community (SADC), the USAID-

supported Famine Early Warning System (FEWS NET), the U.N. Food and Agriculture Organization (FAO), governments, and NGOs. The Executive Summary of the SADC/VAC vulnerability assessment report is expected shortly. Early indications show there may be minor changes in production figures, but the levels of commercial imports are unlikely to change. In Zimbabwe, preliminary reports point to a deteriorating food situation that has forced some people to eat wild foods. In Mashonaland East and West Provinces in Zimbabwe, commercial farm workers, and resettled and communal farmers have experienced a drastic shortage of food since June.

Controversy Over Biotech-Derived Food Aid. Some governments in Southern African have expressed concerns about biotech food aid. The Government of Zambia (GRZ) announced on August 16 that it would not accept biotech-derived food aid due to health and environmental concerns. The governments of Zimbabwe, Mozambique, and Malawi have also stated they share concerns over the environmental affects of biotech food. Swaziland and Lesotho, however, have continued to accept all relief food aid of biotech origin, provided it is milled.

FAO and the U.N. World Health Organization (WHO) issued a joint statement about biotech-derived food aid on August 23. The statement noted that based on scientific knowledge, FAO, WHO and WFP believe that biotech food aid is not likely to present a human health risk, especially since the organizations are confident that the biotech food meets established food safety standards in donor countries. In addition, the statement stressed that it is U.N. policy that the decision to accept biotech food aid rests with the recipient countries, including those in Southern Africa. The U.N. said that governments can consider milling or heat treatments for corn processing to avoid the inadvertent introduction of a genetically modified seed; however, it is not a U.N. policy that this type of biotech grain should necessarily require this processing.

WHO Convenes Meeting. Health ministers from ten Southern African countries, UNICEF’s Executive Director and WHO’s Director General met in Harare, Zimbabwe, from August 26 through August 28 to examine ways the health sector can respond to the humanitarian crisis in the region. The WHO Director General said that based on current information, biotech-derived food does not pose a human health risk and urged governments in the region to accept biotech food aid. In addition, the European Commission provided the participants its scientific opinion that biotech-derived corn varieties have proven to be as safe as their conventional counterparts.

The WHO Director General stated that the malnourished condition of many Southern Africans has increased their susceptibility to preventable diseases. She reiterated, the

warning WHO issued on August 4, that as many as 300,000 people in the region could die in the next six months as a result of the food security crisis unless effective action is taken to enable the most vulnerable to survive.

El Niño Not Likely To Affect Region. On August 28 at the WSSD, the U.N. World Meteorological Organization (WMO) reported that even though the El Niño event is expected to persist into 2003 and affect some areas of the world, it is unlikely to play a role in determining current patterns of drought and rainfall across Southern Africa. However, WMO stated that if El Niño intensifies and/or continues in 2003, this could lead to drier conditions across parts of the region. WMO's outlook for the region contradicts a recent report issued by the Flood and Drought Network of SADC that stated that the chance of an El Niño event affecting the Southern Africa region during the remainder of 2002 and into early 2003 had risen to 90 percent.

USAID Administrator Visits Southern Africa. USAID Administrator Andrew Natsios traveled to Southern Africa from August 23 to August 30. He visited Malawi, Zambia, Mozambique, and South Africa to attend the WSSD. In Malawi, Mr. Natsios met with President Bakili Muluzi and in Zambia he met with President Levy Mwanawasa. Mr. Natsios indicated to President Mwanawasa that U.S. scientists could provide the GRZ with more information so they could make an informed decision on biotech food aid. He also said that the U.S. remains prepared to assist Zambia.

COUNTRY UPDATES

Zimbabwe. The U.N. has appealed for nearly \$285 million or approximately 453,000 MT of food commodities to help Zimbabweans survive the worst food shortage in the country in 50 years. The U.N.'s priorities are emergency food relief, agricultural recovery, education and child protection, health services, including tackling HIV/AIDS, and economic recovery and infrastructure.

As of August 27, WFP reported that the food pipeline to Zimbabwe is fairly healthy, but the distribution capacity is limited due to the lack of implementing partners. The GOZ has approved Plan International and HelpAge to be additional NGO implementing partners, bringing the total number to six. Despite the lack of partners, WFP has found in some post-distribution monitoring that overall respondents were satisfied with the food distribution process.

WFP field staff in Zimbabwe reported that local food supplies are diminishing, and wild fruits are becoming less available as the dry, winter season progresses. There is also a 200,000 MT shortfall of fertilizer, and the 50,000 MT of seed in country are reportedly enough, but many

seeds have not been on the market due to price controls. Food prices have continued to rise, adding an additional burden. According to the Consumer Council of Zimbabwe and FEWS NET, a low-income-earning household in Harare saw its expenditure basket increase by 26 percent from January to June.

The International Crisis Group, on August 29, issued a report claiming it has evidence that the GOZ is politicizing food aid distribution and denying food to opposition-controlled areas. The report also indicated that repression seems to be increasing ahead of the September 28 and September 29 district elections as ruling party ZANU-PF officials threaten areas they will withhold food unless the area produces a ruling party victory.

USAID/Zimbabwe's Linkages for the Economic Advancement of the Disadvantaged (LEAD) program is currently addressing the worsening food security crisis by providing communal farmers with access to new markets and low-cost affordable drip irrigation. Before the November rains, LEAD will expand rapidly with an aggressive outreach program to help farmers grow drought resistant crops, such as soya beans, cow peas, millet, and sorghum. The millet and sorghum program alone is expected to reach 40,000 rural households in drought prone areas and link them with buyers for the poultry feed industry that are in desperate need of grain. LEAD is also working with 600 households to introduce low-cost drip irrigation for household gardens. The drip kit has great potential for commercialization and at a low price, it would contribute to food security and provide new income for those who employ it.

USAID/OFDA is responding with non-food assistance in Zimbabwe to complement the USG food aid response. USAID/OFDA has provided \$231,525 to the U.N. Office for the Coordination of Humanitarian Assistance (UN OCHA) to fund an Internally Displaced Persons (IDP) Advisor and Monitor to be based in Harare. In addition, USAID/OFDA is funding two agricultural recovery programs worth nearly \$1.5 million, which will be carried out by CARE and World Vision, and an additional combined nutrition and agricultural project worth approximately \$1.1 million, which will be conducted by CRS.

Malawi. The U.N. has requested more than \$144 million from donors to meet food and non-food humanitarian needs in Malawi, including emergency nutrition, water and sanitation, disease surveillance and other health activities, agricultural inputs, and coordination. As part of this appeal, WFP has asked donors for 264,501 MT of emergency food aid for Malawi. As of August 30, WFP reported that its food aid distribution had reached 541,300 people in August. WFP expects to distribute 13,000 MT to approximately 1.2 million people through general food distributions in September.

On August 28, the Government of Malawi (GOM) issued

a statement on biotech-derived corn, emphasizing it did not pose any known risks to human health, but stressed that since there is concern that the biotech corn could contaminate local varieties, recipients should consume the corn and not plant it. On September 2, the GOM clarified its position on biotech food aid, saying it would accept the food but future shipments would have to be milled before distribution.

Preliminary reports from the VACs assessments in Malawi show that since inputs were distributed late in the planting season, the winter harvest will not yield the expected 140,000 MT.

A recent WHO nutrition survey showed that child malnutrition levels in Malawi have already increased from 6 percent to 19 percent in the last three months. In addition, Malawi's National Coordinator for Nutrition, on August 19, stated that there are more than 65,000 malnourished children in the country, and approximately 7,000 are near death. As a result of these reports, UNICEF initiated a NGO assessment of Nutrition Rehabilitation Units (NRU) in Malawi, which is currently underway.

The World Bank is providing an emergency loan of \$45 million to Malawi that, according to the U.N. Special Envoy, may be used to procure corn and repair the Nacala rail corridor. WFP had been hoping to obtain donor support to repair the 77 kilometer long stretch of Mozambique and Malawi's Nacala rail line and lease eight locomotives in order to expedite the transportation of urgently needed relief food and expand capacity by 10,000 MT (from 5,000 to 15,000 MT) per month on the Nacala corridor.

In Malawi, USAID/OFDA is responding to the urgent need for seed distribution prior to the October rains by funding two agricultural recovery projects worth approximately \$1.9 million, which will be carried out by CARE and World Vision.

Zambia. The U.N. has requested more than \$71 million from donors to meet food and non-food humanitarian needs in Zambia, including emergency nutrition, water and sanitation, disease surveillance and other health activities, and agricultural rehabilitation. Of this total, WFP has appealed to donors to provide 130,603 MT of emergency food aid.

On August 16, the GRZ announced that it would not accept biotech-derived food aid and that corn of this type already in country would not be distributed due to what the GRZ said was a lack of evidence showing its safety for human health and the environment. The GRZ also announced it is working with the private sector to bring in 300,000 MT of non-biotech food to sell on the market. An additional 156,000 MT of food would be brought into the country so the GRZ's Food Reserve Agency can use it as a strategic reserve. In response to Zambia's rejection

of biotech-food aid, both Kenya and Tanzania offered Zambia, on August 21, an undisclosed amount of non-biotech corn.

On August 28, the European Commission to Zambia urged the GRZ to accept U.S. and European studies on biotech food as evidence that there are no negative health or environmental consequences, especially since the GRZ cannot afford the time to conduct its own studies.

As a result of the GRZ's rejection of biotech food aid, WFP asked its NGO partners to temporarily suspend distribution of any biotech commodities. However, as of August 23, WFP reported that it was still distributing 9,000 MT of non-biotech white maize, enough for 850,000 people for less than one month. In addition, since the GRZ has agreed to the continuation of hammer-milling and distributing whole yellow corn that may contain biotech-derived products within the refugee camps, WFP continues to feed approximately 109,000 refugees in Zambia with stocks of food currently in country.

WFP announced on August 27 that it will launch an urban school feeding program in Lusaka in October to allow AIDS orphans to remain in class and to support AIDS-affected families that are struggling to cope with the disease and rising food prices. WFP plans on extending the program to Livingstone, Chipata and Ndola, which will be carried out by CARE, World Vision and CRS respectively.

According to FAO, 60 percent of the population in Southern Province, the worst affected area of Zambia, require food relief assistance. UNICEF reported on the same day that it has begun to provide emergency water tanks in areas in southern Zambia since rivers and boreholes have run dry.

As with Malawi, there is a critical need to distribute seeds to Zambian farmers in time for planting before the October rains. As a result, USAID/OFDA is funding three agricultural recovery projects, worth nearly \$1.5 million, which will be carried out by CARE, CLUSA, and World Vision.

Mozambique. WFP reported that CONCERN is implementing Food-For-Work (FFW) activities in Manica Province, which will cover 15,000 people for two months, and WFP hopes to expand this program shortly to four districts of Tete Province. WFP's partners, Oxfam, CEDES, and ACE Agrarios, are respectively distributing food in Govuro District in Inhambane Province, Gaza Province, and Cahora Bassa District of Tete Province.

FAO's Food Supply Situation and Crop Prospects in Sub-Saharan Africa report released on August 26 indicated that 515,000 people in 43 districts in the Southern and

Central regions of Mozambique are facing severe food shortages and need emergency food aid.

Lesotho. The U.N. has appealed to donors to provide approximately \$41 million to meet emergency needs, including 64,089 MT of emergency food aid, for Lesotho. In addition to food relief, the U.N. seeks to address critical humanitarian problems in health, nutrition, agriculture, and water and sanitation.

WFP reported that between August 22 and August 27, its partners had distributed 78 MT of food to 5,594 people in three districts. By the beginning of October, WFP expects the number of districts serviced to increase to six. According to the U.N. Special Envoy, the Government of Lesotho (GOL) has begun distributions of corn meal and pulses, and WFP is supplementing the GOL's program in Qacha's Nek by providing vegetable oil. On August 20, the U.N. reported that the GOL had dispatched 1,520 MT, out of the total government contribution of 3,816 MT of corn, to warehouses in nine districts. The GOL and WFP have agreed to distribute this food aid in a coordinated way to maximize the impact of food assistance. In addition, UNICEF announced the purchase of 360 MT of supplementary food for children under five to complement WFP distributions in the districts of Mokhotlong, Qacha's Nek, and Quthing.

On August 29, the U.S. Ambassador to Lesotho Robert G. Loftis declared a disaster due to food shortages that are expected to increase later in the growing season. USAID/OFDA provided \$20,000 on August 30 through the U.S. Embassy in Lesotho to support program costs of an agricultural crisis response program proposed by the Peace Corps and the GOL's Food and Nutrition Coordinating Office (FNCO). The Peace Corps and FNCO will work with local extension agents and local communities in Qacha's Nek, Quthing, Maseru's Hoek, and Mokhotlong and Maseru Districts to promote permanent agriculture, or "permaculture," that will integrate small animal husbandry, winter gardening, and food preservation techniques. The goal is to encourage less reliance on mono cropping and instead promote higher nutritional value in crops and sustainable alternatives for local small farmers.

Swaziland. The U.N. has appealed to donors for \$19 million to meet relief needs in Swaziland through programs in food aid, nutrition, water and sanitation, shelter for child-headed households, agricultural inputs, cholera prevention, and coordination. WFP has requested 26,166 MT of food commodities to meet emergency needs. As of August 23, WFP reported that between 50 to 75 percent of NGO food distributions had been completed, reaching 85,000 people out of the 144,000 that are being targeted. On August 30, WFP indicated that 3,600 MT of food had been dispatched from Maputo, Mozambique, to WFP's central warehouse in Swaziland and the balance of 308 MT is expected shortly. Between

July 26 and August 23, WFP delivered 2,054 MT of this food to its implementing partners.

According to the U.N. Special Envoy, on August 27, FAO approved \$377,000 in emergency assistance to be used to purchase agricultural inputs for drought-affected farmers and for the rehabilitation of community-managed irrigation schemes in Swaziland, which is scheduled to begin this month.

USG HUMANITARIAN ASSISTANCE

Since the beginning of 2002, the USG has provided more than \$150 million and has pledged a further \$86 million in emergency humanitarian assistance in response to the food security crisis.

USAID/FFP has reviewed and conditionally approved a NGO consortium proposal that would provide additional targeted assistance to the Southern African region.

Besides the programs already underway in Zimbabwe, Malawi and Zambia, USAID/OFDA will address needs in water and sanitation, coordination, nutrition, and health, particularly preparing for outbreaks of endemic and other opportunistic diseases, such as malaria, tuberculosis, cholera, and childhood diseases.

In addition to emergency humanitarian efforts for the food security crisis in Southern Africa, USAID programs are designed to reduce the risk of future crises through the Agricultural Initiative to Cut Hunger in Africa. The primary objective of the Initiative is to have a rapid and sustainable increase in agricultural growth and hence rural incomes in sub-Saharan Africa. That initiative will accomplish its objectives in part through advancing scientific and technological applications that will raise agricultural productivity and create agriculture-based enterprises, and improving the efficiency of, and participation in, agricultural trade and market systems.

In response to the ongoing HIV/AIDS pandemic in the Southern Africa region, USAID's Africa Bureau (USAID/AFR) is supporting HIV/AIDS prevention, control, care, and support initiatives, as well as programs for HIV/AIDS orphans and vulnerable children, in Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe. On August 16, USAID/Zimbabwe announced it had launched a new \$2.5 million activity, called Strive, to support children affected by HIV/AIDS. USAID/AFR also supports a regional HIV/AIDS program in Southern Africa that focuses on cross-border activities in the region.

**U.S. GOVERNMENT HUMANITARIAN ASSISTANCE
SOUTHERN AFRICA FOOD SECURITY CRISIS**

<i>Country</i>	<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector Description</i>	<i>Amount</i>
Lesotho	USAID/OFDA	U.S. Embassy in Lesotho	Agriculture	\$20,000
Malawi	USAID/OFDA	USAID/Lilongwe	Supplementary Feeding	\$25,000
	USAID/OFDA	Malawian Red Cross	Health	\$100,000
	USAID/OFDA	CARE	Agriculture	\$772,552
	USAID/OFDA	World Vision	Agriculture	\$1,172,600
	USAID/FFP	WFP	P.L. 480 Title II Food Assistance – 16,940 MT	\$8,900,600
	Total USAID			\$10,970,752
	USDA	WFP	Section 416(b) Food Assistance – 3,000 MT	\$1,243,382
	TOTAL USG ASSISTANCE TO MALAWI			\$12,214,134
Mozambique	USAID/FFP	WFP	P.L. 480 Title II Food Assistance – 9,890 MT	\$4,791,300
	TOTAL USG ASSISTANCE TO MOZAMBIQUE			\$4,791,300
Zambia	USAID/OFDA	U.S. Embassy in Zambia	Transportation Logistics	\$50,000
	USAID/OFDA	CARE	Agriculture	\$611,308
	USAID/OFDA	CLUSA	Agriculture	\$249,383
	USAID/ODFA	World Vision	Agriculture	\$627,869
	USAID/FFP	WFP	P.L. 480 Title II Food Assistance – 8,500 MT	\$2,966,100
	Total USAID			\$4,504,660
	USDA	WFP	Section 416(b) Food Assistance – 15,000 MT	\$7,093,354
	TOTAL USG ASSISTANCE TO ZAMBIA			\$11,598,014
Zimbabwe	USAID/FFP	WFP	P.L. 480 Title II Food Assistance – 20,120 MT	\$13,241,600
	USAID/FFP	World Vision	P.L. 480 Title II Food Assistance – 14,310 MT	\$9,348,000
	USAID/OFDA	UN OCHA	IDP Advisor and Monitor	\$231,525
	USAID/OFDA	CARE	Agriculture	\$945,242
	USAID/OFDA	World Vision	Agriculture	\$549,072
	USAID/OFDA	CRS	Agriculture/Nutrition	\$1,099,822
	Total USAID			\$25,415,261
	USDA	WFP	Section 416(b) Food Assistance – 8,500 MT	\$4,958,052
	TOTAL USG ASSISTANCE TO ZIMBABWE			\$30,373,313
Region (Country allocation to be finalized)	USAID/FFP	TBD	P.L. 480 Title II Food Assistance – 36,450 MT	\$15,900,000
			P.L. 480 Title II Food Assistance – 157,900 MT	\$76,000,000

<i>SUMMARY OF USG HUMANITARIAN ASSISTANCE</i>	
USAID/Office of U.S. Foreign Disaster Assistance (OFDA)	\$6,454,373
USAID/Office of Food For Peace (FFP)	\$131,147,600
USAID Total	\$137,601,973
U.S. Department of Agriculture (USDA) Total	\$13,294,788
TOTAL USG HUMANITARIAN ASSISTANCE, TO DATE	\$150,896,761



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**USAID/OFDA bulletins can be obtained from the USAID web site at http://www.usaid.gov/hum_response/ofda/situation.*

